

Town of Millville Municipal Development Strategy



October 2003

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Municipal, State & County Officials

Town of Millville

Town Council

Gary Willey, Mayor

Thomas Droney, Councilman

John Giorgilli, Councilman

Gerald Hocker Jr., Councilman

Bob Lee, Councilman

Board of Adjustments

Clarke Droney

Jimmy Robinson

Ralph West

James A. Fuqua, Jr., Town Attorney

Sussex County Council

Lynn J. Rogers, President

Dale R. Dukes, Vice President

George B. Cole, Member, 4th District

Finley B. Jones, Member, 2nd District

Vance Phillips, Member 5th District

Robert Stickels, County Administrator

State Officials

Ruth Ann Minner, Governor

John C. Carney, Jr., Lt. Governor

Gerald W. Hocker, 38th Representative District

George H. Bunting, Jr., 20th Senatorial District

Constance C. Holland, Director, Office of State Planning Coordination

Town of Millville Comprehensive Plan

I. Background

A. Planning Process

Objective

The Millville Comprehensive Plan has been developed to guide the future growth of the Town of Millville. It strives to be consistent with the recommendations of the Strategies for State Policies and Spending and Livable Delaware initiatives. The Town of Millville intends to use its existing geographic center as the focal point for controlled growth into the surrounding area and expand town boundaries in the context of growth in the surrounding area as the necessary water and sewer infrastructure become available.

The Authority to Plan

The preparation of a comprehensive development plan is the legal responsibility of the Town of Millville under Delaware enabling legislation. Title 22 of the Delaware Code Chapter 7 Section 702 specifies that "[a] planning commission established in any incorporated city or town under this chapter shall make a comprehensive development plan for the development of the entire area of such city or town or of such part or parts thereof as said commission may deem advisable."

Section 702 also defines a comprehensive development plan as the following: "Comprehensive plan means a document in text and maps, containing at a minimum, a municipal development strategy setting forth the jurisdiction's position on population and housing growth within the jurisdiction, expansion of its boundaries, development of adjacent areas, redevelopment potential, community character, and the general uses of land within the community, and critical community development and infrastructure issues."

Section 703 provides additional legal authority for the planning commission as stated: "The planning commission shall have the full power and authority to make such investigations, maps and reports of the resources, possibilities and needs of the city or town as it deems desirable..."

The Town of Millville does not have a planning commission, so this plan is being developed by the Town Council with assistance from the Office of State Planning Coordination.

B. Brief history/overview of the community

Location & History

The Town of Millville is located in eastern Sussex County, west of Bethany Beach on Delaware Route 26. (See Map 1: Aerial View and Map 2: Roads and Boundaries) It shares its eastern border with the Town of Ocean View. The Town of Millville was incorporated in 1907. It is part of the southeast Sussex County resort area which also comprises the towns of Bethany Beach, South Bethany, Fenwick Island, and Ocean View. The area is noted for its small town atmosphere and quiet way of life, contrasted to the larger resort towns of Rehoboth Beach to the north and Ocean City, Maryland, to the south.

Sussex County's large size and geographic remoteness serve to create a sense of separate identity among its citizens. Until the early twentieth century, the profusion of rivers and tidal estuaries in combination with the hundreds of smaller branches and streams which fed them supported scores of water-power grist and saw mills. In 1860, there were 130 mill ponds in Sussex County.

It is reported that George F. Townsend owned property and a lumber mill on the north side of Route 26 and west of the Railway Road. The town took its name – Millville – from this mill.

As population increased in the large metropolitan areas to the north, Sussex County became a major source of cash crops which included melons, strawberries, apples and peaches. Indeed, at the turn of the century, Sussex County was the largest producer of strawberries in the world.

In the 1930's, there was a gradual shift to the production of commercial poultry and corn and soybeans which could be converted to poultry feed. In fact, the 1987 Census of Agriculture reported by the Bureau of the Census credits Sussex County as the largest producer of poultry in the nation with close to two million chickens produced annually.

Concurrently, knowledge of Sussex County's twenty eight miles of ocean coastline was spreading. While the agricultural sections of the county supported an expanding poultry industry, the beach communities enjoyed a growing tourism economy. Tourism supported a sharp population increase in the coastal communities which spread inland as land prices increased. These expanded population centers create demands for more urban services such as roads, police and fire protection, sewers, sidewalks, and community planning. It is against this background that the Town of Millville finds itself today – facing problems created by a rising tourist-related economy being imposed upon a rural lifestyle.

C. Demographics, Future Population, and Housing Growth

Current Data

According to the 2000 Census, the Town of Millville had a population of 259 persons. This is a 13 percent increase over the 1990 population of 230 persons, reflecting a growth rate that is

much lower than the growth rates of Sussex County as a whole, and of the neighboring municipalities of Ocean View, Bethany Beach and South Bethany (Table 1). This difference in growth can be explained by a variety of factors, including the lack of central water and sewer facilities in Millville, the inland location of Millville compared with these other municipalities, and other factors. Ocean View has grown significantly in recent years because of annexations, and in Bethany Beach and South Bethany, it is likely that many part-time residents moved to these areas full time.

Table 1: Population Growth

	1990	2000	% change
Sussex County	113,229	156,638	38%
Millville	230	259	13%
Ocean View	606	1,006	66%
Bethany Beach	326	903	177%
South Bethany	148	492	232%

Source: U.S. Census Bureau, 1990 & 2000 Census

While Millville's population remained relatively stagnant during the 1990's, the tremendous growth of the surrounding area and the Town's proximity to the beach resorts demonstrates the need for Millville to prepare for growth in the future.

As shown below in Table 2, Millville's has not experienced rapid growth between 1940 and 2000 with the population increasing by 41% over that time period.

**Table 2:
Population History**

Year	Population
1940	184
1950	270
1960	231
1970	224
1980	178
1990	230
2000	259

Source: US Census Bureau

The 2000 Census shows that Millville's population is predominantly white (97 percent) with the remainder of the population black (3 percent). Only one percent of Millville's population was Hispanic.

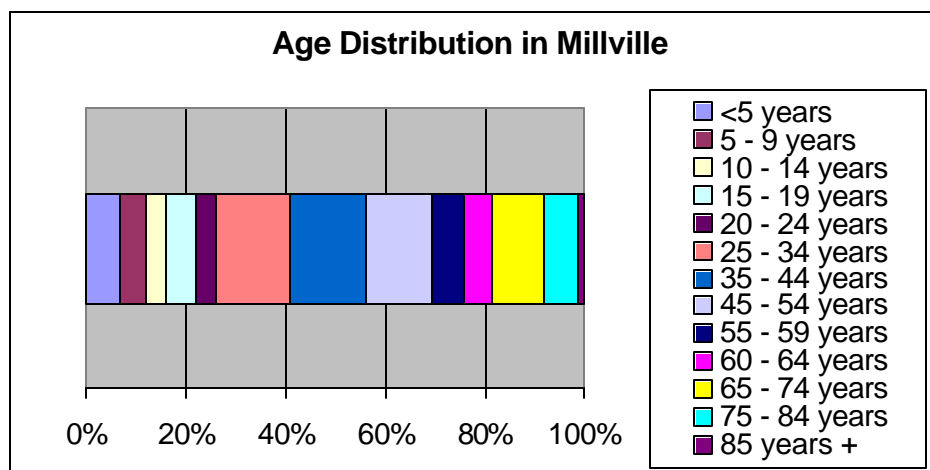
In 2000, the median age of Millville residents was 41.5 years old, compared with Sussex County's median age of 41.1 and the State of Delaware's median age of 36.0. Millville's population is on average older than the population of the State of Delaware but comparable to the age of Sussex County residents. As shown in Table 3, Millville's population is composed more of persons over the age of 65 and less of persons under the age of 18 than either Sussex County or the State of Delaware is. Figure 1 shows the age distribution of Millville residents according to the 2000 Census.

Table 3: Age Groups

Jurisdiction	Percent under age 18	Percent over age 65
State of Delaware	24.8%	13.0%
Sussex County	22.5%	18.5%
Town of Millville	18.5%	18.9%

Source: U.S. Census Bureau, 2000 Census.

Figure 1



The 2000 Census showed that the Town of Millville had a higher percentage of residents with a high school education or a college degree than Sussex County did. These rates were fairly comparable with the State of Delaware as a whole, with a slightly higher rate of high school completion and a lower rate of college degrees. Table 4 shows the educational attainment of Millville residents in comparison to Sussex County and Delaware.

Table 4: Educational Attainment

	Millville	Sussex County	Delaware
High School or Higher	85%	76.5%	82.6%
Bachelors or Higher	21.8%	16.6%	25%

Source: U.S. Census Bureau, 2000 Census

The median household income of Millville residents in 1999, according to the 2000 Census, was \$36,932. This is lower than the Sussex County median of \$39,208 and the State of Delaware median of \$47,381.

Of the 205 Millville residents over the age of 16 years, 123 (60 percent) are in the labor force. Of these, 11 (5.4 percent) were unemployed. Table 5 shows the distribution of Millville residents currently employed by occupation.

Table 5: Millville Residents by Occupation

<i>Occupation</i>	Number	Percent
Management, professional and related occupations	41	36.6%
Service occupations	14	12.5%
Sales and office occupations	26	23.2%
Farming, fishing and forestry occupations	5	4.5%
Construction, extractions and maintenance occupations	16	14.3%
Production, transportation and material moving occupations	10	8.9%
	112	100.0%

Source: U.S. Census Bureau, 2000 Census

Housing

According to the U.S. Census Bureau, 2000 Census, of the 149 housing units in the Town of Millville, 119 were occupied. About 22 were vacant for seasonal, recreational, or occasional use. Of these units, 132 are single-family detached homes. The remainder is either multi-family or mobile homes. Table 6 shows the housing composition within the Town of Millville.

Table 6: Composition of Housing Stock

	Number	Percent
Single Family – detached	132	89%
Multi-Family	2	1%
Mobile Home	15	10%
	149	100%

Source: U.S. Census Bureau, 2000 Census

The median value of owner-occupied housing units in Millville was about \$142,000. This is higher than the median for Sussex County and the State of Delaware, but slightly lower than the median value for the neighboring Town of Ocean View. Figure 2 shows the median housing values for all four jurisdictions.

Figure 2

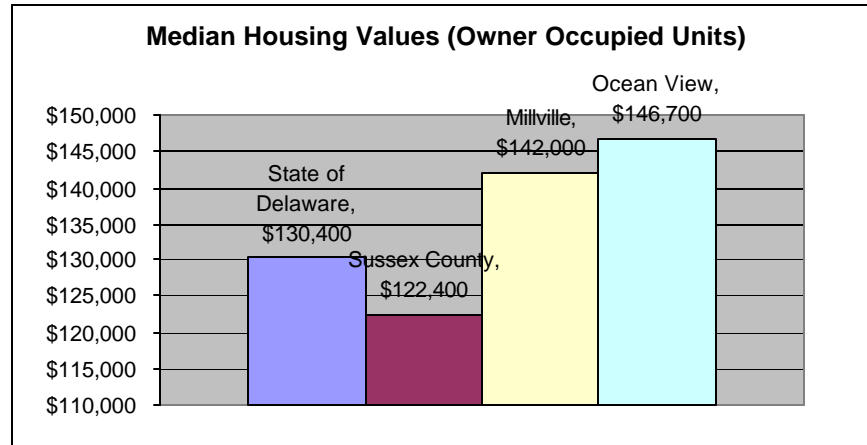
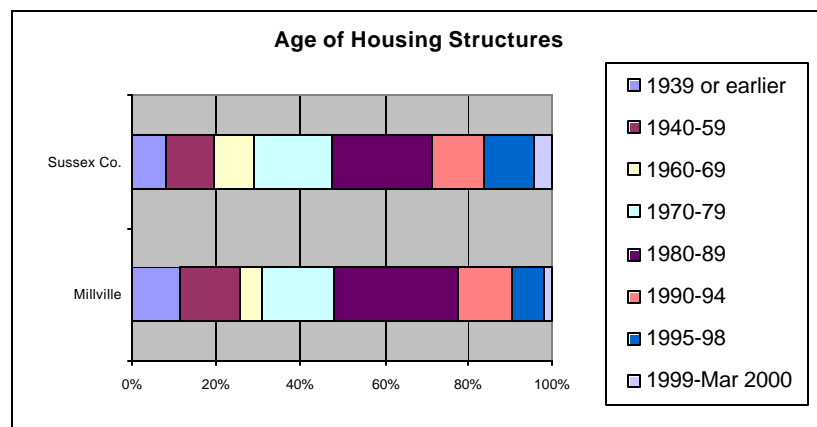


Figure 3 shows that, according to the U.S. Census Bureau, the majority of the houses within the Town of Millville have been built since 1980. Only about 38 houses in the Town were built prior to 1960. Between 1980 and 1989, 45 houses were built, and between 1990 and March 2000, 33 houses were built. The greatest period of housing growth was in the 1980s.

Figure 3



Assuming that the town of Millville does not annex a significant amount of new territory, it is possible to estimate the future population. However, projections for populations as small as the town of Millville are very difficult to prepare accurately. The small size of the population makes it likely that slight inaccuracies or data errors in the current Census figures can become very large errors when projected into the future. *These projections should not be considered accurate or binding, and should be relied upon with caution.*

We have prepared two very simple population projections for the town of Millville. The first method is a conservative projection we have labeled the “Low Projection.” The University of Delaware, Center for Applied Demography and Survey Research prepares a series of population projections for the Delaware Department of Transportation based on small geographic areas called “Traffic Analysis Zones.” These projections are used for transportation planning purposes. We have selected a group of Traffic Analysis Zones that correspond to the area surrounding the town.

Based upon the 2000 population of the selected study area and the proportion of this population that is made up by the population of the town of Millville, the future “low projection” for Millville’s population in 2010 and 2020 is given in Table 7 below. These projections are made with the assumption that the town of Millville will continue to take up 8.8% of the selected study area through the twenty-year projection period. As shown in this “low projection,” the town of Millville is expected to contain 272 people in the year 2010, and 276 people in 2020.

Table 7. Millville Low Population Projection – Town as 8.8% of the Study Area

	2000	2010	2020
Study Area	2932	3092	3135
Millville(8.8%)	259	272	276
Pop. Increase	***	13	4
% Change	***	5.0%	1.4%
Sources: US Census, 2000; Draft Population, Household, and Employment Projections for Sussex County, prepared by the Center for Applied Demography and Survey Research at the University of Delaware under contract with the Delaware Department of Transportation. Projection by IPA.			

The second population projection is called the “High Projection.” In this projection, we have assumed that the growth rates for each decade will be the same as the growth rate that the town of Millville experienced between the census 1990 and census 2000. The town of Millville’s population grew by 13% between 1990 and 2000. As shown in Table 8, the town of Millville can be projected to grow to 331 by the year 2020 if this 13% growth rate continues.

Table 8. Millville's High Population Projection Using Millville's Decennial Growth Rate from 1990-2000

	2000	2010	2020
Population	259	293	331
Pop. Increase	+29 (from 1990)	+34	+38
Source: US Census 1990, 2000. Projection by IPA.			

Using Millville's average household size of 2.33 from the US Census 2000, it can be estimated that there will be a need for approximately 15 new houses by 2010 and 31 houses by 2020 if the high population projection holds true. The low population projection would predict the need for approximately 6 new houses by 2010 and 7 new houses by 2020.

The above projections were made using historical census data and transportation planning projections. However, development pressures evident in coastal Sussex County make it likely that these housing and population projections will be far exceeded by actual new construction. The Town currently has 650 approved and unbuilt lots, the majority of which are in Creekside, Dove Landing, and the Robinson Tract. Based on the Town's average household size of 2.33, these new units will accommodate about 1,515 additional residents. The addition of the County's sewer infrastructure to the Town and surrounding areas will also increase the demand for development in the Millville area.

D. Public Participation

Public participation in the planning process was facilitated through the use of both a questionnaire and a public participation workshop. There were a total of 32 respondents to a questionnaire dealing with issues of the town of Millville's future development. 21 of the 32 respondents completed the questionnaire during the community planning workshop on October 21, 2002. The remaining 11 questionnaires were filled out separately and returned by mail. While the questionnaire is not meant to serve as a scientific measure of opinions within the town of Millville, the respondents' answers provide a base from which to gauge the importance of various issues to Millville's residents.

An analysis of the results of this questionnaire brought a few key issues to the forefront. A central water and wastewater system was highly desired by a large majority of this questionnaire's respondents. In general, single family homes, in particular those set on large lots, were more highly valued than apartment and manufactured housing styles. Traffic congestion and property maintenance were perceived as two of the most important issues facing Millville.

Respondents reported that the most desirable future land use for currently vacant land within Millville was residential, and that the least desirable future use was industrial. Regarding vacant lands outside of Millville's boundaries, the statement that found the most agreement was that the town's small town atmosphere should be preserved. There was at least general agreement that

adjacent properties should be developed prior to nonadjacent properties, properties that will be developed should be annexed into town and that these newly developed properties should be integrated into the existing street network. In considering new developments, 86.7% of the respondents rated protecting the environmental quality of the Indian River Bay watershed as important or extremely important.

There was not an overwhelming favorite regarding which new facilities are most desirable for the town. The most desirable new facilities included housing suitable for young families, assisted living facilities for senior population, more medical facilities, and more businesses and jobs for town residents. Respondents seemed most opposed to locating new shopping opportunities in Millville. There did not seem to be any great urgency to capitalize on thru traffic amongst the respondents to this questionnaire. Antique stores seemed to be the most acceptable option among a small list of options that would be at least acceptable. Respondents exhibited a fairly strong opposition to the building of outlet stores and hotels to capitalize on traffic passing through Millville.

The questionnaire also offered the opportunity for respondents to address any additional issues that they wished. These free form responses reiterated the need for both central wastewater and water systems. Also, property maintenance, traffic congestion issues, and the need for adequate services to the existing town before annexation occurs were among the other issues mentioned by respondents.

E. Overall community goals and objectives

The following community goals and objectives were drawn from preferences expressed through the public participation process summarized above.

1. **Goal:** To ensure a sufficiently high quality of life for current and future residents of Millville.
 - 1.1 **Objective:** To enable the adequate provision of services such as central water and wastewater systems and police services.
 - 1.2 **Objective:** To coordinate with the appropriate State, County, municipal, and private agencies and service providers to deliver quality services to the residents of Millville.
2. **Goal:** To grow in a manner consistent with current town values.
 - 2.1 **Objective:** To manage future development in a manner that promotes the quality of life desired by the residents.
3. **Goal:** To protect the environmental quality of resources located within Millville and in the surrounding area.
 - 3.1 **Objective:** To promote future development that seeks to minimize adverse affects on the Indian River Bay Watershed and other nearby environmental features.
4. **Goal:** To provide for and protect existing open space areas within the community.

4.1 **Objective:** To promote the continued existence of current open spaces areas and the provision of open space areas in future developments for both recreational and aesthetic purposes.

5. **Goal:** To target development in areas where services can be provided at the least cost and in the shortest time possible.

5.1 **Objective:** To promote the annexation of appropriate areas adjacent to the existing town boundaries that will be serviced by central water and wastewater systems in the near future.

II. Municipal Development Strategy

A. Current Land Use Planning and Regulation Process

Until 1992, the Town of Millville came under Sussex County's zoning ordinance. In 1992, the Town assumed responsibility for its own zoning, and a zoning ordinance was adopted on February 8, 1992. The zoning ordinance divides the Town of Millville into three zoning districts: R – Residential, C- Commercial, and AR – Agricultural Residential. The Residential district allows for single-family detached dwellings, with a minimum lot size of 7,000 square feet where central sewer and water are available. Where central sewer and water are not available, the minimum lot size is ½- acre. Map 3 provides a copy of Millville's current zoning map.

Within the Commercial district, a variety of commercial uses are permitted, including apartments above commercial businesses. In the Agricultural Residential district the following uses are permitted: single family detached dwellings, crop land, truck garden, orchard, nursery uses, and animal kennels. The lot size requirements in the AR district are the same as in the R district.

In 2001, the Council of Millville adopted a Residential Planned Community (RPC) ordinance, which allows RPC as a conditional use in the Residential district. Permitted uses in the RPC conditional use include, in addition to the permitted uses in the Residential zone, duplex buildings and multiple dwellings, as well as commercial uses of convenience and necessity to the development. The minimum lot size must be no less than 2/3 of the minimum lot size for the Residential district and no less than 5,000 square feet. In order to qualify for the RPC, the minimum area for the development must be 10 acres.

The Town currently has no adopted subdivision regulations. Land use applications are reviewed by the Town Council and the Town's attorney.

B. Existing land uses

The Town of Millville is comprised of residential, commercial, agricultural and institutional land uses. Commercial and institutional uses exist primarily along Route 26, and residential uses make up the other areas of town.

Of the approximately 430 acres within the Town of Millville, about 232 acres are currently undeveloped (215 acres of vacant land and 16 acres of agricultural land). Aside from vacant land, residential is the primary land use, with about 90 acres, while commercial uses make up about 63 acres of land. Other land uses include institutional uses, such as a church, the town hall and fire department, and utilities. Table 9 lists the number of acres and percent composition of the various land uses in the Town of Millville. Existing land use information for parcels within the Town of Millville appears on Map 4.

Table 9. Land Uses in the Town of Millville

Land Use	Acres	Percent of Total
Vacant	215.69	54.5%
Agricultural	16.68	4.2%
Residential	89.81	22.7%
Commercial	62.80	15.9%
Institutional	8.29	2.1%
Utilities	2.23	0.6%
Land Use Total	395.50	100.0%

Source: Land use survey, Spring 2003.

The difference between the 395.5 acres included in the above land use table and the 430 acres of land area in the Town of Millville accounts for right-of-way.

Critical Issues and Future Needs

As the Town experiences significant growth within and around its boundaries, it is important that the Town's codes be reviewed and updated to adequately shape this growth. Once the Town adopts the Comprehensive Plan, it will need to develop a subdivision ordinance and review its zoning ordinance. The Town should establish a Planning Commission to perform these functions and make recommendations on land use decisions.

Specific Goals/Objectives

The following goals and objectives are relevant to the land use planning and regulation process in the Town of Millville.

1. **Goal:** To ensure a sufficiently high quality of life for current and future residents of Millville.
 - 1.2 **Objective:** To coordinate with the appropriate State, County, municipal, and private agencies and service providers to deliver quality services to the residents of Millville.
2. **Goal:** To grow in a manner consistent with current town values.

2.1 **Objective:** To manage future development in a manner that promotes the quality of life desired by the residents.

3. **Goal:** To protect the environmental quality of resources located within Millville and in the surrounding area.

3.1 **Objective:** To promote future development that seeks to minimize adverse affects on the Indian River Bay Watershed and other nearby environmental features.

4. **Goal:** To provide for and protect existing open space areas within the community.

4.1 **Objective:** To promote the continued existence of current open spaces areas and the provision of open space areas in future developments for both recreational and aesthetic purposes.

Recommendations

Establish a Planning and Zoning Commission

The Town of Millville should establish a planning and zoning commission, consistent with the guidance set forth in Title 22, Chapter 7, Section 701, Del. Code. This commission would be responsible for reviewing land development proposals (including subdivisions, zoning changes, and annexations) and making recommendations to the Town Council. In addition, this commission would be responsible for reviewing and updating the Comprehensive Plan.

Review and codify the Town's zoning ordinance

The Town of Millville should review the current zoning ordinance and make changes as appropriate to further the goal of orderly growth. In reviewing the ordinance, the Town should coordinate with Sussex County and the State of Delaware to develop high standards for development

Develop a subdivision ordinance

The Town of Millville should develop a subdivision ordinance that addresses how land is subdivided and developed. The ordinance should include a clear process for subdivision application that demonstrates coordination with the appropriate agencies charged with providing sewer and water services and highway access.

C. Future Land Use and Annexations

Future Land Use

Map 5 shows the future land use in Millville, which generally depicts a continuation of existing land use policy. Future commercial uses lie primarily along Route 26, which is consistent with current land uses in town and with the land uses and zoning in the neighboring town of Ocean View. Residential areas surround these commercial uses, further away from the Route 26 corridor. Single family homes on modest to large lots were identified as the most appealing

housing types during the public participation process. Townhouses and communities with a mix of residential styles were seen as acceptable.

Development of Adjacent Areas

The Town of Millville is located in the midst of very rapidly developing coastal Sussex County. The Town is adjacent to the Town of Ocean View, which has been rapidly growing in recent years. There are also numerous development projects north of Town in Sussex County. The Town of Millville and areas to the north and south are located within Sussex County's Millville and Holts Landing Planning Areas for sewer. If these areas are ultimately included in sewer districts, this will continue to increase development pressure in the area.

The Sussex County Comprehensive Plan, adopted in December 2002, identifies the area surrounding Millville as part of the Environmentally Sensitive Developing Area. The area is also identified as such in the State Strategies for Policies and Spending document adopted by the Cabinet Committee on State Planning Issues. (See Map 6: State Strategies) The State and County envision this area to have a balance between resource protection and sustainable growth. In implementing its comprehensive plan, Sussex County has introduced an ordinance for the Environmentally Sensitive Developing Area that would raise the environmental standards for the area and require that developers show the impact of their projects on the environmental quality of the area.

Much of the land surrounding Millville that is under the County's jurisdiction is zoned AR-1, or agricultural residential. This zoning allows residential development on $\frac{3}{4}$ -acre lots, with an option of clustering to $\frac{1}{2}$ -acre lots. Immediately west of the Town boundary, to the intersection of Routes 17 and 26, the land has commercial zoning in Sussex County. North of Millville there are several areas that have medium residential and general residential zoning.

The Town of Millville recognizes its position within such a rapidly growing area, and the Town has expressed interest in working to shape this growth so as to minimize potential impacts on the Town and incorporate new development into the character of the Town. In order to help shape this growth, the Town will need to coordinate with Sussex County and the Town of Ocean View on land use decisions.

The Town of Millville is concerned about the rapid growth and annexation happening in the Town of Ocean View. The Town does not want to be "swallowed up" or surrounded by Ocean View. Currently, Millville shares its eastern boundary with Ocean View, and recent growth has brought Ocean View to areas south of Millville. The Town of Millville would like to work with Ocean View to ensure that its current boundary does not extend any further west than its current limits.

Map 7 shows an area of concern drawn around the Town of Millville. It is within this area that the Town would like to have some influence over how development occurs. The eastern boundary of this area, to the south of the town, shares the Town of Ocean View's western

boundary, south to Beaver Dam Road. The area is bound on the west by Route 17, and includes land north of Town.

In this area, the Town wishes to work with other jurisdictions that are considering land development projects. It is also within this area that the Town would consider annexation, provided that certain criteria are met.

The Town of Millville recognizes that the Town of Ocean View's comprehensive plan includes the area south of Burbage Road and east of Substation Road as an area of potential annexation, an area also within Millville's area of concern. Millville is committed to working with Ocean View to develop a Memorandum of Understanding between the towns regarding any annexation proposals to either town in this area. The MOU would outline a strategy for coordination between the two towns on any annexation petition or development request in this common area.

The Town of Millville is also interested in developing an MOU with Sussex County to agree on a method of coordinating on development projects under the County's jurisdiction within Millville's area of concern.

There are several areas in and around Millville where there are parcels and/or subdivisions split by jurisdictional lines. These areas include the Murray's Haven subdivision and adjacent lands along Route 26, the Lord Baltimore Elementary School, and Country Estates. The Town of Millville needs to work with property owners in these areas, the Town of Ocean View and Sussex County to clarify and round out municipal boundaries so as to eliminate any jurisdictional confusion in these areas.

Process for Annexation into Millville

The Town of Millville's annexation process is provided for in the town's charter and further governed by Title 22, Chapter 101, Section 101 of the Delaware Code. Millville's town charter provides for three methods for an annexation to occur. First, if all the property owners of an area adjacent to Millville's limits petition the town for annexation then the mayor will appoint a committee to investigate the possibility of annexation. If the committee finds the annexation to be advantageous to the town and the petitioners then the town council may, with a 2/3 vote, pass a resolution to annex the territory. The second method for annexation occurs when less than all the property owners (but more than 5) of an area adjacent to Millville petition the town for annexation or when a potential annexation under the first method is found to be disadvantageous. As above, the mayor appoints a committee to study the proposed annexation. If the annexation is found to be disadvantageous then the council may, with a 2/3 vote, schedule a public hearing on the annexation. If the annexation is determined to be advantageous then a public hearing is scheduled. The public hearing is followed by a special election to vote on the approval of the annexation. A majority vote in favor of the annexation results in the annexation of the proposed area into the town. The final method of annexation applies to territory exempt from taxation. Upon petition of the property owner, the town council may approve the annexation with a 2/3 vote if the annexation is determined to be advantageous or with a 3/4 vote if the annexation is determined to be disadvantageous.

Title 22, Chapter 101, Section 101 of the Delaware Code requires that annexations conform to four additional provisions. First, the annexation must be consistent with the town's most recently adopted comprehensive plan inasmuch as the potential annexation area is shown as an area for future annexation in the adopted plan. Next, the town must prepare a plan of services that will be provided to the annexed area detailing how these services will be provided and the capabilities of the town to provide such services. Also, the annexed area must be rezoned to a classification consistent with the town's adopted comprehensive plan. Finally, the town must notify the state and all affected jurisdictions to the proposed annexation, conduct a public hearing, and allow for a comment period of at least 30 days before formal annexation.

Recent Annexations

The Town of Millville has had two annexations in recent years. In December 2001 the Town annexed 12 acres in the Denton Mills subdivision and the 111-acre Dove Landing. Dove Landing cannot be built until the sewer infrastructure is available.

The state opposed the annexation of Dove Landing when it was reviewed through the Land Use Planning Act process in the summer of 2000, because it would create an enclave and because of the lack of the context of a comprehensive plan. The letter, dated August 21, 2000, stated, "The State urges the Town to consider beginning a comprehensive plan and determining how it 'wants to grow' before approving this application for annexation/rezoning." Additionally, the Town did not coordinate with Sussex County regarding the need for sewer on this property. Therefore, the Dove Landing Area was not included in the sewer study area for Millville.

Since this annexation, the Town has begun the process to develop a comprehensive plan, and has begun to coordinate with Sussex County on issues relating to sewer, not only in Dove Landing, but town-wide.

Future Annexation

The Town of Millville is aware of the rapid growth occurring around it and of the recent expansion of the neighboring Town of Ocean View. The Town is conscious of the need to keep its own identity in the midst of this growth, and recognizes that annexation may be one tool they use to do this. While the Town realizes that annexation is an important tool, it may be more useful in the long-term than in the immediate future. The Town has identified an "area of concern" in which annexation may be appropriate under the correct circumstances. The area of concern is also significant in that it is an area within which the Town would like to coordinate with the County on any land use decisions under the County's jurisdiction.

Within this area of concern, the Town of Millville would consider annexation of a parcel of land provided the following criteria are met:

- The parcel is contiguous to the town boundaries of Millville.

- Sussex County verifies that sewer is available to the parcel at the density at which the parcel will be developed.
- Public water can be provided to the parcel.
- The annexation would not create an enclave.
- The Town has developed the administrative capacity to provide the planning and other services necessary for the parcel.
- The Town has updated its zoning ordinance and developed a subdivision ordinance.
- Environmental standards that meet or exceed those required under Sussex County's Environmentally Sensitive Area ordinance are applied to the project.

Once the Town has updated zoning and subdivision ordinances in place, as well as an increased administrative capacity, the Town should work with Sussex County to amend the Comprehensive Plan to show a more targeted annexation area with anticipated land uses within that area.

Specific Goals/Objectives

1. **Goal:** To ensure a sufficiently high quality of life for current and future residents of Millville.

1.1 **Objective:** To enable the adequate provision of services such as central water and wastewater systems and police services.

1.2 **Objective:** To coordinate with the appropriate State, County, municipal, and private agencies and service providers to deliver quality services to the residents of Millville.

2 **Goal:** To grow in a manner consistent with current town values.

2.1 **Objective:** To manage future development in a manner that promotes the quality of life desired by the residents.

3. **Goal:** To protect the environmental quality of resources located within Millville and in the surrounding area.

3.1 **Objective:** To promote future development that seeks to minimize adverse affects on the Indian River Bay Watershed and other nearby environmental features.

4. **Goal:** To provide for and protect existing open space areas within the community.

4.1 **Objective:** To promote the continued existence of current open spaces areas and the provision of open space areas in future developments for both recreational and aesthetic purposes.

5. **Goal:** To target development in areas where services can be provided at the least cost and in the shortest time possible.

5.1 **Objective:** To promote the annexation of appropriate areas adjacent to the existing town boundaries that will be serviced by central water and wastewater systems in the near future.

Recommendations

Work with the Town of Ocean View and Sussex County to ensure that development that occurs within the area of concern is compatible with the character of Millville

The Town will participate in the land use decision processes in Sussex County and neighboring Ocean View to stay informed on development surrounding town and to provide input where issues impact Millville residents.

Proceed cautiously with annexation only if the defined conditions are met.

Annexation is an important tool as the Town works to shape growth surrounding its current boundary. However, annexation brings with it additional demands on the Town's resources. Before proceeding with annexations, the Town needs to bring its codes up to date and ensure that the necessary services are available to new residents that annexation will bring.

Enter into Memorandums of Understanding with Ocean View and Sussex County regarding annexation and development proposals within the area of concern depicted on Map 7.

A Memorandum of Understanding between Millville and Ocean View would define how the towns would coordinate with each other on annexation and development requests where Millville's area of concern and Ocean View's annexation area overlap. A Memorandum of Understanding with Sussex County would define coordination on development activity within the area of concern, as well as sewer issues.

Work with Sussex County, the Town of Ocean View and property owners to round out municipal boundaries.

In areas where the municipal boundaries of Millville and Ocean View create enclaves and other areas of jurisdictional confusion, the towns should work together and with Sussex County and relevant property owners to adjust the municipal boundaries to eliminate such confusion.

D. Provision of Utilities, Community Facilities and Services, and Transportation

Town Government

The Town government is made up of a five-member Council, including a mayor and four councilpersons. This is the governing body of the Town. The Town does not currently have a planning commission. The Town does have a 3 member Board of Adjustments to which appeals of zoning decisions can be brought.

The Town government provides street lights in town. All streets in the Town of Millville are either private streets or DelDOT-maintained streets. The Town does not own or maintain any streets. Trash collection in Millville is handled by individual home and business owners. Connectiv provides electricity to Millville residents and businesses.

The Town has no paid staff to manage the day-to-day operations of the Town. As the Town continues to grow, the Council will need to hire a town clerk, and possibly a town administrator, to manage the Town's business.

Public Safety

Police service for the Town of Millville is provided by the Delaware State Police. The Ocean View police also respond to some calls within the Town. The Town does not have a municipal police force. As the Town grows, the Council will need to determine how to meet the police needs of the businesses and residents. Some alternatives to explore include the hiring of a police force for the Town of Millville or contracting with Ocean View to provide police protection within the Town of Millville.

Fire service is provided by the Millville Volunteer Fire Company. This fire company has 125 members and serves Millville, Ocean View, and Clarksville. The Town contributes to the Fire Company.

Wastewater Infrastructure

The Town of Millville (with a few exceptions) is currently not on a central water or wastewater system. Most of the residences and businesses within the Town draw their water from private wells and utilize on-site septic systems. At the public workshop held in October 2002 and in the questionnaire of town residents, central water and sewer were among the top issues raised by Millville residents.

The Town is in Sussex County's Millville Planning Area for sewer. A preliminary study has been recently completed to detail the plans and costs for extending sewer to the Town and surrounding area. The final results of this study have been released, and the County will hold a hearing in June 2003 to present the findings of the report and assess the interest of the public in proceeding to the annexation stage. A favorable response by the public will set the stage for a public hearing on extending the boundary. That could happen this summer if strong support is received. If the boundary is expanded, there are no plans for Sussex County to build the sewer in the area until June 2008. The study allocates capacity to the Town of Millville to support build-out of the Town (with the exception of Dove Landing) at the current zoning.

Food Lion and areas east of Food Lion along Route 26 currently receive sewer service. In order for an additional parcel of land to be annexed into the sewer district, independent of the addition through the current sewer study, the parcel must be contiguous to land already within the sewer district. Several current development projects within the Town of Millville are contiguous to the sewer district and have been annexed or are working with Sussex County to be annexed into the district. These include the commercial and residential projects approved for the Robinson Tract (across from Food Lion) and the residential projects approved for Creekside (behind Food Lion) and Woodcrest. The annexation of a recent subdivision within Woodcrest could allow the entire community of Woodcrest to hook up to sewer in the near future.

With some of the development occurring north of Millville, it is possible that developer-funded improvements to the sewer system could bring sewer to Cedar Drive two or three years earlier than June 2008. The timing of this will depend upon the timing of the private development activities in Sussex County that would make this happen. Potential development within the

Town, provided the planning area is accepted into the sewer district, could also result in having some of the sewer infrastructure in place ahead of the anticipated June 2008.

Dove Landing was annexed into Millville in December 2001 without the proper coordination with Sussex County. This area was therefore, left out of the Millville Planning Area. Recent communications between the Town of Millville and Sussex County have made progress toward resolving this issue, but existing sewer infrastructure will not be able to support build-out of Dove Landing until after the South Coastal Planning Study is complete. According to the current Millville Planning Area study, of the 451 EDUs approved for Dove Landing (402 residential units and 147,000 square feet of commercial) only 184 EDUs are currently available. The remaining 267 EDUs will be examined under the South Coastal Area Planning Study update.

Water Infrastructure

Millville lies within the water service area for Tidewater Utilities, and Tidewater provides central water service to several residences and businesses in Town, including Food Lion. Tidewater will soon provide service to the Denton Mills subdivision. There are three potential approaches that the Town of Millville can take to extend central water service to its residences and businesses:

1. *Incremental hook-ups* – The town could gradually be hooked up to central water as residents request it and infrastructure is expanded to support other development. This could take time before the entire town is hooked up.
2. *Town with an active role* – The Town could work with Tidewater to purchase the CPCN from them and start their own water utility. They could contract with Tidewater or another public utility to operate this utility.
3. *Town with an active/passive role* – The Town could partner with Tidewater to get funding and get a public water system in place throughout Town. They could adopt an ordinance requiring that residents hook up to the system, or they could have graduated impact fees where the fees double (say from \$1,500 to \$3,000) if the residents don't hook up within a year of availability.

Transportation

State Route 26 runs directly through the Town of Millville. This road is a major east-west road in Sussex County, providing access from western Sussex County and points west to Bethany Beach and other Atlantic coast resorts. (See Map 2: Roads and Boundaries)

According to the Sussex County Long Range Transportation Plan, released in November 2001, by 2005 the area between Dagsboro and Bethany Beach is expected to experience moderate seasonal congestion. By 2015, the area of Route 26 between Route 17 and Bethany Beach is expected to experience high seasonal congestion; and by 2025, the entire portion of Route 26 between Dagsboro and Bethany Beach is expected to experience high seasonal congestion. This increase in traffic congestion will undoubtedly have an impact on the Town of Millville.

To accommodate the future traffic load of Route 26, the Delaware Department of Transportation (DelDOT) has initiated a planning study of the road. The proposed improvements include widening the road to 11-foot travel lanes, adding up to 5-feet of shoulder, adding turn lanes/bypass lanes at intersections where possible, installing a traffic signal at the intersection of Route 26 and West Avenue, and replacing/adding sidewalks from Old Mill Road (on the westbound side) to the Assawoman Canal. On the eastbound side of Route 26, sidewalks will be added west to the Fire Company's property. The location of potentially historic structures close to the existing roadway will prevent the extension of sidewalks beyond this point. Design on the Route 26 improvements is scheduled to begin in fall 2003, with construction beginning in fall 2006.

In addition to making improvements to the mainline of Route 26, DelDOT is also pursuing an the SR 26 Local Roadway Improvement Project to take traffic off of Route 26. Road improvements, in the way of 11-foot travel lanes and the possible addition of a five-foot shoulder, will take place on the following roadways:

Phase I

- Road 353 (Burbage Road) from State Route 17 to Road 352 (Windmill Road)
- Road 352 (Windmill Road) from State Route 26 to Road 84 (Central Avenue)
- Road 84 (Central Avenue) from Road 352 (Windmill Road) to Road 368 (Beaver Dam Road)
- Road 368 (Beaver Dam Road) from Road 84 (Central Avenue) to Road 361 (Muddy Neck Road)

Phase II

- Road 365 (Powell Farm Road) from State Route 26 to Road 353 (Burbage Road)
- Road 353 (Burbage Road) from Road 365 (Powell Farm Road) to State Route 17

Design of the alternative route project is currently underway, with construction expected to begin in spring 2006 if the shoulders are included. If shoulders are not included in the project, construction could begin sooner.

Parks

The Town of Millville does not maintain any municipal parks, however the Town is near several state park facilities and a municipal park in the Town of Ocean View. Holts Landing State Park is located just outside of Millville. It includes shoreline on Indian River with a new crabbing pier, a picnic pavilion and playground equipment. Delaware Seashore State Park is located north of Bethany Beach along Route 1, and Fenwick Island State Park is located south of South Bethany along Route 1.

Schools

The town of Millville is located within the Indian River School District. Lord Baltimore Elementary School is located partially within the town and partially within Ocean View. As of September 2001 this school served 605 students from Pre-Kindergarten through Fifth grade and is Delaware's first public elementary school to be selected as a U.S. Department of Education National Blue Ribbon School of Excellence. The school was constructed in 1932 and was last remodeled in 1966. Additions and renovations for Lord Baltimore Elementary School are planned to take place from June 2004 through August 2005. While renovations are taking place students will be moved to the Indian River High School Building in Frankford. District wide renovations planned include upgrades to plumbing and electrical systems, the elimination of all outdoor trailers, additional safety features, roofing repairs, and compliance with ADA, fire, and building code regulations. Lord Baltimore Elementary School is planned to receive additional classrooms and expansion of its classrooms in addition to the planned district wide renovations.

Education for students in grades 6 through 8 continues at Selbyville Middle School. High school students residing in Millville attend the Indian River High School in Frankford.

Other Services

South Coastal Public Library in Bethany Beach, approximately 4 miles away, is the closest library to the town of Millville.

The Beebe Emergency Center in Millville, located on Route 26, is open 24 hours a day from Memorial Day to Labor Day as a full-service emergency services center. The closest full service hospitals to Millville are Beebe Medical Center in Lewes and Atlantic General Hospital in Berlin, MD. Both of these hospitals are approximately 20 miles away from the town of Millville.

Social Services are provided at the Edward W. Pyle State Service Center, located on the outskirts of Roxana. A variety of services are available including, child care, Medicaid, public health services and screenings, Welfare to Work, and others.

Specific Goals/Objectives

1. **Goal:** To ensure a sufficiently high quality of life for current and future residents of Millville.
 - 1.1 **Objective:** To enable the adequate provision of services such as central water and wastewater systems and police services.
 - 1.2 **Objective:** To coordinate with the appropriate State, County, municipal, and private agencies and service providers to deliver quality services to the residents of Millville.
2. **Goal:** To provide for and protect existing open space areas within the community.

2.1 Objective: To promote the continued existence of current open spaces areas and the provision of open space areas in future developments for both recreational and aesthetic purposes.

Recommendations

Explore ways of funding and hiring a paid staff person to manage day-to-day operations of the Town

As the town of Millville grows a town clerk and possibly a town administrator will likely have to be hired to better manage the day-to-day operations of the town. One revenue source that has been mentioned to pay for these staff positions is a license fee on businesses. The town should further examine the possibility of such a fee while concurrently investigating other methods of raising revenues to support a paid town staff.

Explore ways of providing municipal police service to Town residents and businesses

Police service in the town of Millville is currently provided by the Delaware State Police with Ocean View police responding to some calls within the town. As Millville grows, a more substantial police presence will be necessary in town. Two alternatives the town should explore to meet this need are to hire its own municipal police force or to enter into a contract with the town of Ocean View for police services. The town should investigate both options to determine the funding necessary for each option and then begin the process of acquiring funds to enhance police protection in town.

Explore the potential benefits of town-provided trash removal for residents and businesses

Through the public participation process associated with this plan, residents of Millville have expressed concern regarding the current method of trash pickup in town. One complaint is that as many as three companies' trucks will make pickups on any given street. In order to simplify the trash removal process in Millville and relieve congestion associated with multiple trash trucks making pickups in town, the town should investigate the advantages of contracting with a single company for trash removal throughout the town.

Coordinate closely with Sussex County on sewer issues

Since Sussex County is the sewer authority in the Town of Millville, the Town will need to coordinate closely with the County as development proposals in need of sewer are considered. The subdivision ordinance should require that availability of sewer be demonstrated before a project is approved. The Town will also need to work with Sussex County on the expansion of the sewer to the Town, which is anticipated to happen in 2008.

Begin discussions with Tidewater Utilities on hooking up Town residents and businesses to central water

Through this plan's public participation process, residents of Millville expressed strong desire for a central water system in town. As mentioned above, there are three ways the town could go about having central water provided to the entire town. The first method is gradually hooking up to central water as residents request it and infrastructure is expanded to support other development. Also, the town could purchase the CPCN from Tidewater Utilities and begin their own water utility while contracting with Tidewater or another public utility to operate the central

water system. Finally, the town could cooperate with Tidewater Utilities to acquire funding to get a public water system in place throughout town and adopting an ordinance requiring that residents hook up to the system. As soon as possible the town should submit a proposal to Tidewater Utilities that details how they propose establishing a central water system in Millville.

Continue to work with DelDOT on issues related to Route 26 and other State roads in and around Millville

All streets in the Town of Millville are either private streets or DelDOT maintained streets. State Route 26 is a major east-west road in Sussex County that runs directly through the Town of Millville and is projected to experience high seasonal congestion in the next 10 to 20 years. DelDOT is scheduled to begin construction on improvements to Route 26 in fiscal 2004 and alternate routes improvements designed to take traffic off of Route 26 are scheduled to begin in 2003. The town should aim to maintain contact with DelDOT to ensure state roads in and around Millville receive proper maintenance and to ensure that the town remains abreast of planned improvements that will impact traffic patterns in the Millville area.

Encourage bicycle and pedestrian travel for local trips in and around town

The encouragement of bicycle and pedestrian travel throughout town is an important way to maintain and promote Millville's atmosphere. There are a few ways that this orientation towards bicycle and pedestrian traffic can be promoted. First, the town could draft ordinances that require bike paths and sidewalks in new developments that link to existing bike paths and sidewalks in town. Also, the town should determine whether the existing sidewalk and bike network in town is adequate, or if this needs to be expanded.

Require the set-aside of open space and the provision of active recreation facilities for residents as land is developed

Open space in a community provides for an aesthetically pleasing atmosphere and the opportunity for active recreation facilities. The town of Millville should keep this in mind as future development occurs by requiring that developments set aside a certain portion of land area as open space. Also, the town should actively seek to provide recreation facilities for its residents.

Work with DelDOT, Sussex County and Tidewater to coordinate improvements of Route 26 with water and sewer line installation

Road improvements, water line installation, and sewer line installation will all require tearing up at least portions of the roadway along Route 26. The Town should work with the County, Tidewater, and DelDOT to try to coordinate the timing of these projects so as to reduce the project costs and reduce other issues associated with tearing up the road.

E. Community Character and Design

Millville remains a small town in the midst of the very rapidly growing coastal Sussex County. The Town has experienced very little population growth over the past decades, and small businesses and residences make up the majority of the Town's land uses. As development

pressures move westward in coastal Sussex County, Millville's location along Route 26 within minutes of the Atlantic Coast makes it impossible for the Town to escape development pressure.

The Town is working to address the challenges that this development pressure brings, while still maintaining the character that has attracted the residents to the Town.

Historical and Cultural Resources

Millville does not have a nationally listed or eligible historic district, nor does it have any structures listed on the National Register of Historic Places. There are several structures on Route 26 that are old and may be eligible for listing on the National Register. These older structures add to the Town's character. Public participation in the planning process indicated some level of support for preserving historic structures in Town.

Environmental Protection

Millville is located within the Indian River Bay Watershed, which is an impaired watershed according to Section 303(d) of the Clean Water Act. (See Map 8: Environmental Features) Delaware's Inland Bays are also designated as "waters of exceptional recreational and/or ecological significance" requiring reduction of nonpoint sources of nutrients such that excess algal growth does not occur. In 1998, the Department of Natural Resources and Environmental Control (DNREC) developed total maximum daily loads (TMDL's) for Indian River, Indian River Bay, and Rehoboth Bay. The TMDL's for Indian River Bay call for a 40 percent reduction in non-point sources of both nitrogen and phosphorous from the baseline period of 1988 to 1990.

Non-point sources of nitrogen and phosphorous come from a variety of land uses throughout the watershed. These may include, but are not limited to, septic systems, agricultural run-off, fertilizer run-off from residential lawns, and other land uses.

There appears to be widespread public support for the protection of area waterways. In the public questionnaire filled out by town and area residents, a vast majority of respondents (86%) ranked protecting the quality of the Indian River Bay as important. Protecting the quality of the Indian River Bay is important in shaping the growth of Millville and the surrounding area.

Map 8 shows environmental features in and around the Town of Millville. There are several areas identified as good recharge areas, and one area identified as an excellent recharge area. These areas warrant special protection because they help to protect and replenish the area's groundwater supply, which serves as a source of drinking water for area residents. Wetlands are also depicted on Map 8 in the Millville area. While there are only a few wetlands within the town's boundaries, there are larger wetland areas depicted to the south of town within the area of concern. The map shows a wetland area within the recent Dove Landing annexation. As lands in and around Millville are developed, wetland delineations should be conducted in areas where wetlands are believed to be present. The Town should make efforts to ensure that wetlands are protected.

In order to achieve the required pollutant load limits, DNREC has suggested that Millville work with the Department and the Inland Bays Tributary Action Teams to implement appropriate pollution control measures or best management practices (BMPs) that can be used to reduce the impact of development on nutrient loading. The Inland Bays Tributary Action Team has met for years discussing how to reduce nutrient loading to the Bays. This Team has recommended that “all land activities shall be managed for nutrient reductions consistent with TMDL load reductions, or, reductions attributed to “best available technologies (BAT) where TMDL load reductions are not feasible.” The Town is interested in participating in efforts to reduce nutrient loadings from land uses within towns. Incorporating environmental standards into the Town’s ordinances and hooking Town residents up to the central sewer system will help to reduce nutrient loadings from the Town.

Redevelopment

As a small town in a resort area, Millville does not have the redevelopment issues facing it that other larger municipalities experience. There are no brownfields, former industrial complexes, or vacant shopping centers that require redevelopment. However, there are parcels and areas in town where the town would like to see some redevelopment or clean-up efforts focused. These areas include three scattered parcels along Route 26 and four parcels on Club House Road.

For these areas that need some redevelopment or clean-up, the Town envisions that some could be future park areas.

Critical issues and elements

The Town of Millville is grappling with the issue of growth as it relates to the character of the Town. While the residents of the Town accept that growth is inevitable and that they are part of a rapidly growing resort area, there is interest in helping to shape the growth that is occurring around Millville. One of the challenges the Town faces, in conjunction with the remainder of the area is promoting growth that is sensitive to the natural environment and that preserves the quality of life of current residents.

Specific Goals/Objectives

1. **Goal:** To protect the environmental quality of resources located within Millville and in the surrounding area.

1.1 **Objective:** To promote future development that seeks to minimize adverse affects on the Indian River Bay Watershed and other nearby environmental features.

Goal: To grow in a manner consistent with current town values.

2.1 **Objective:** To manage future development in a manner that promotes the quality of life desired by the residents.

Recommendations

Adopt land use regulations that will allow Millville to shape the growth in and around the town in a way that meets the needs of Millville residents.

The Town needs to update its zoning ordinance and develop a subdivision ordinance that will allow the Town the control and the flexibility needed to shape growth in a manner consistent with the quality of life the Town provides.

Develop and adopt an ordinance that incorporates environmental standards that meet or exceed those in Sussex County.

The Town will incorporate into its ordinance update environmental standards that meet or exceed those in the surrounding Sussex County. These standards will help to protect the quality of the Inland Bays and the ground-water supplies on which residents depend. Measures may include the protection and buffering of wetlands, streams and ditches, as well as the protection of ground-water recharge areas. Limits on impervious surface cover should also be considered as the Town ordinances are revised.

Begin to participate in the Inland Bays Tributary Action Team

Although this Team of diverse citizens and government representatives has completed drafting a Pollution Control Strategy for achieving the reductions called for in the TMDL, they are working on implementing the Strategy. The Town should become involved with this Team and work with DNREC implement the Strategy and reduce nutrient pollution from land uses within Town.

III. Implementation

Many recommendations have been made throughout this plan. These recommendations can be split between those requiring more immediate attention and those that the town will have to address in the more distant future. Some of the recommendations are specific administrative steps that must be taken before further development can take place, and other recommendations touch on issues that should be considered while increasing the Town of Millville's administrative capacity. The following section lists both short and long term recommendations for plan implementation. Details on specific recommendations can be found in the appropriate plan sections.

A. Short Term Implementation

Appoint a Planning Commission

Review and Update zoning ordinance

Develop a subdivision ordinance

Require the set-aside of open space and the provision of active recreation facilities for residents as land is developed

Encourage bicycle and pedestrian travel for local trips in and around town

Coordinate closely with Sussex County to ensure that sewer is available at the approved densities before development projects are approved

Begin discussions with Tidewater Utilities on hooking up Town residents and businesses to central water

Work with DelDOT, Sussex County and Tidewater to coordinate improvements of Route 26 with water and sewer line installation

Continue to work with DelDOT on issues related to Route 26 and other State roads in and around Millville

Develop and adopt an ordinance that incorporates environmental standards similar to those in Sussex County's ordinance for the Environmentally Sensitive Development Area

Work with the Town of Ocean View and Sussex County to ensure that development that occurs within the area of concern is compatible with the character of Millville

Enter into Memorandums of Understanding with Ocean View and Sussex County regarding annexation and development proposals within the area of concern depicted on Map 7.

Explore ways of funding and hiring a paid staff person to manage day-to-day operations of the Town

Explore ways of providing municipal police service to Town residents and businesses

Explore the potential benefits of town-provided trash removal for residents and businesses

B. Long Term Implementation

Proceed cautiously with annexation only if the defined conditions are met



-  Town of Millville
-  Hydrology
-  Other Municipalities
-  Rivers, Lakes, and Ponds
-  Parcel Boundaries
-  Roads
-  Railroads

Town of Millville, Delaware

Map 1: Aerial View

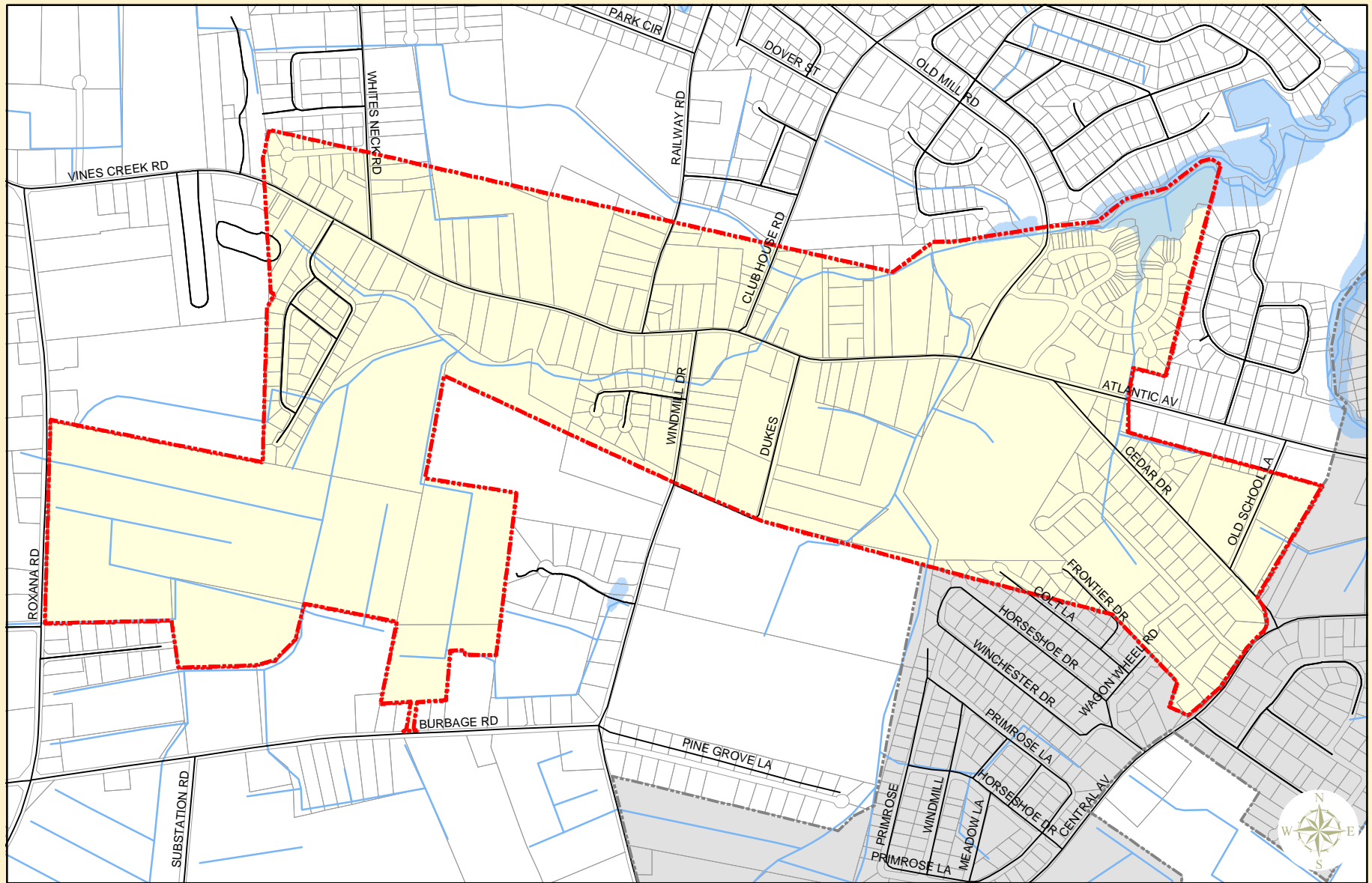


Sources:
 Digital orthophotography - Produced by Earth Data International in False Color Infrared at a scale of 1 / 2,400 with a 1 foot pixel resolution, March 2002.
 DRAFT Parcel - Parcels for Sussex County are being developed by Thompson Mapping and have not gone through a final review process, 2002.
 Base map - Delaware Department of Transportation centerline file 2001. Created from Digital Orthophoto Quarter Quads (1997).
 Hydrology - USGS 7.5 Minute Series Topographic Maps. Created in cooperative agreement between the State of Delaware and the USGS (1991-1993).

Note:
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October 2003





- Town of Millville
- Other Municipalities
- Roads
- Parcel Boundaries
- Railroads
- Hydrology
- Rivers, Lakes, and Ponds

Town of Millville, Delaware

Map 2. Roads and Boundaries

0 450 900 1,800 2,700 3,600 Feet

Sources:

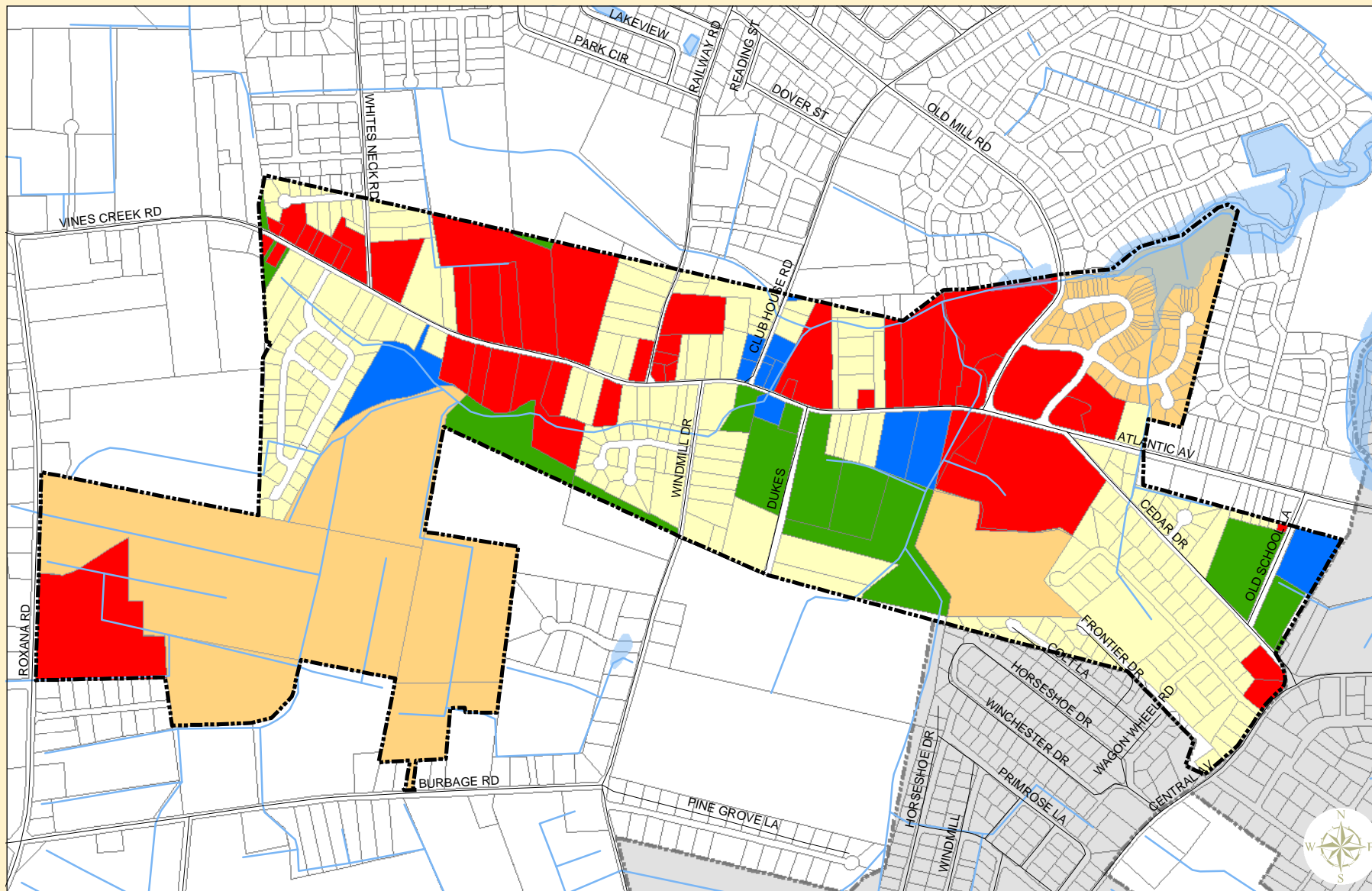
DRAFT Parcel - Parcels for Sussex County are being developed by Thompson Mapping and have not gone through a final review process, 2002.
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October 2003





- | | |
|--|---|
| Agricultural District | Other Municipalities |
| Commercial District | Parcel Boundaries |
| Residential District | Roads |
| R. P. C. District | Hydrology |
| Tax Exempt Parcel | Rivers, Lakes, and Ponds |
| Town of Millville | |

Town of Millville, Delaware

Map 3. Zoning

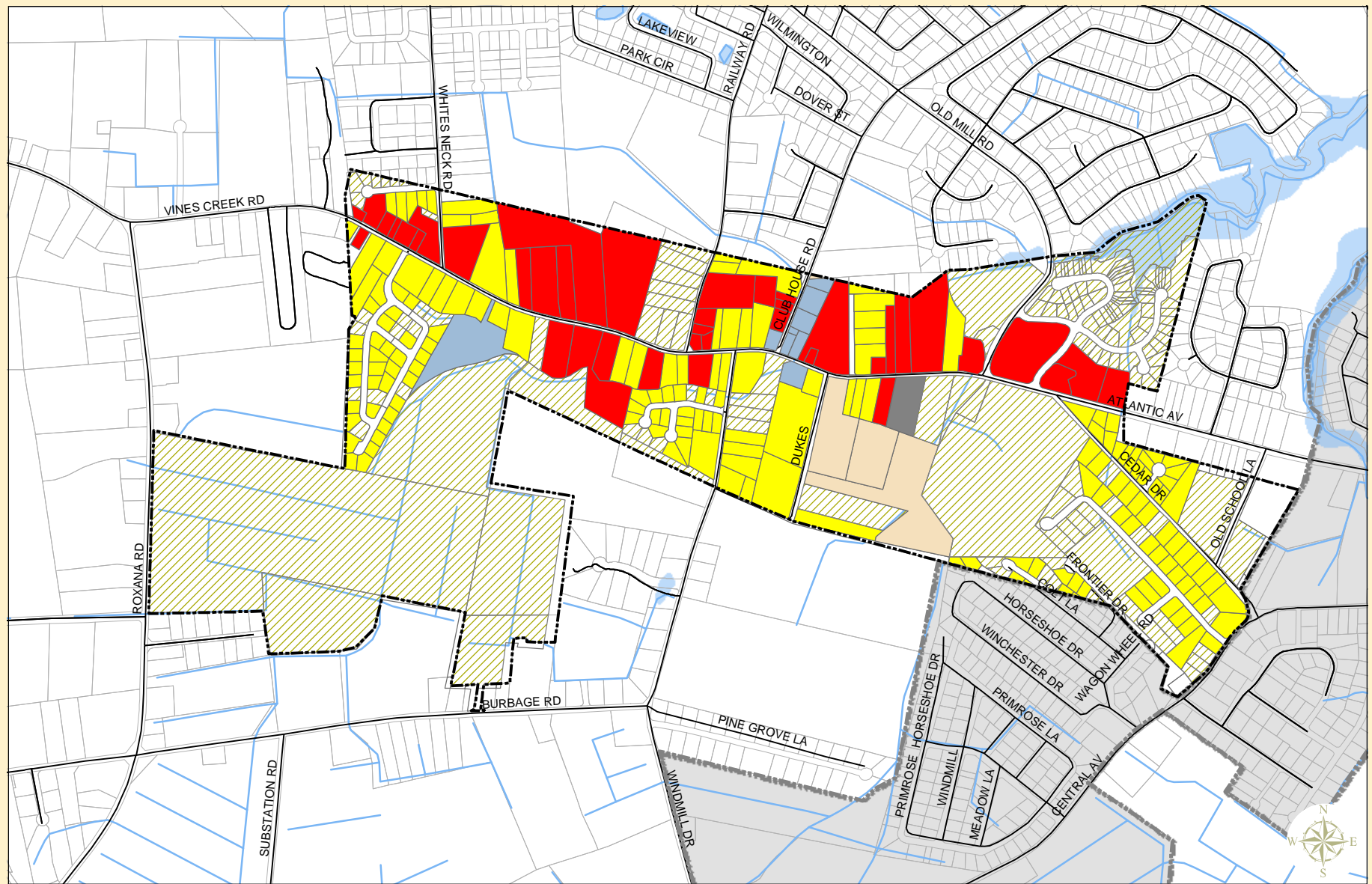


Sources:
 Land Use - Developed from a Land Use Survey compiled by the Institute for Public Administration, University of Delaware, August 2002.
 DRAFT Parcel - Parcels for Sussex County are being developed by Thompson Mapping and have not gone through a final review process, 2002.
 Base map - Delaware Department of Transportation centerline file (1997) created from Digital Orthophoto Quarter Quads (1997).
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October 2003

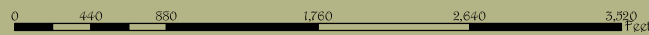




- | | |
|-------------------|--------------------------|
| Town of Millville | Other Municipalities |
| Residential | Parcel Boundaries |
| Commercial | Roads |
| Agricultural | Railroads |
| Institutional | Hydrology |
| Utilities | Rivers, Lakes, and Ponds |
| Vacant | |

Town of Millville, Delaware

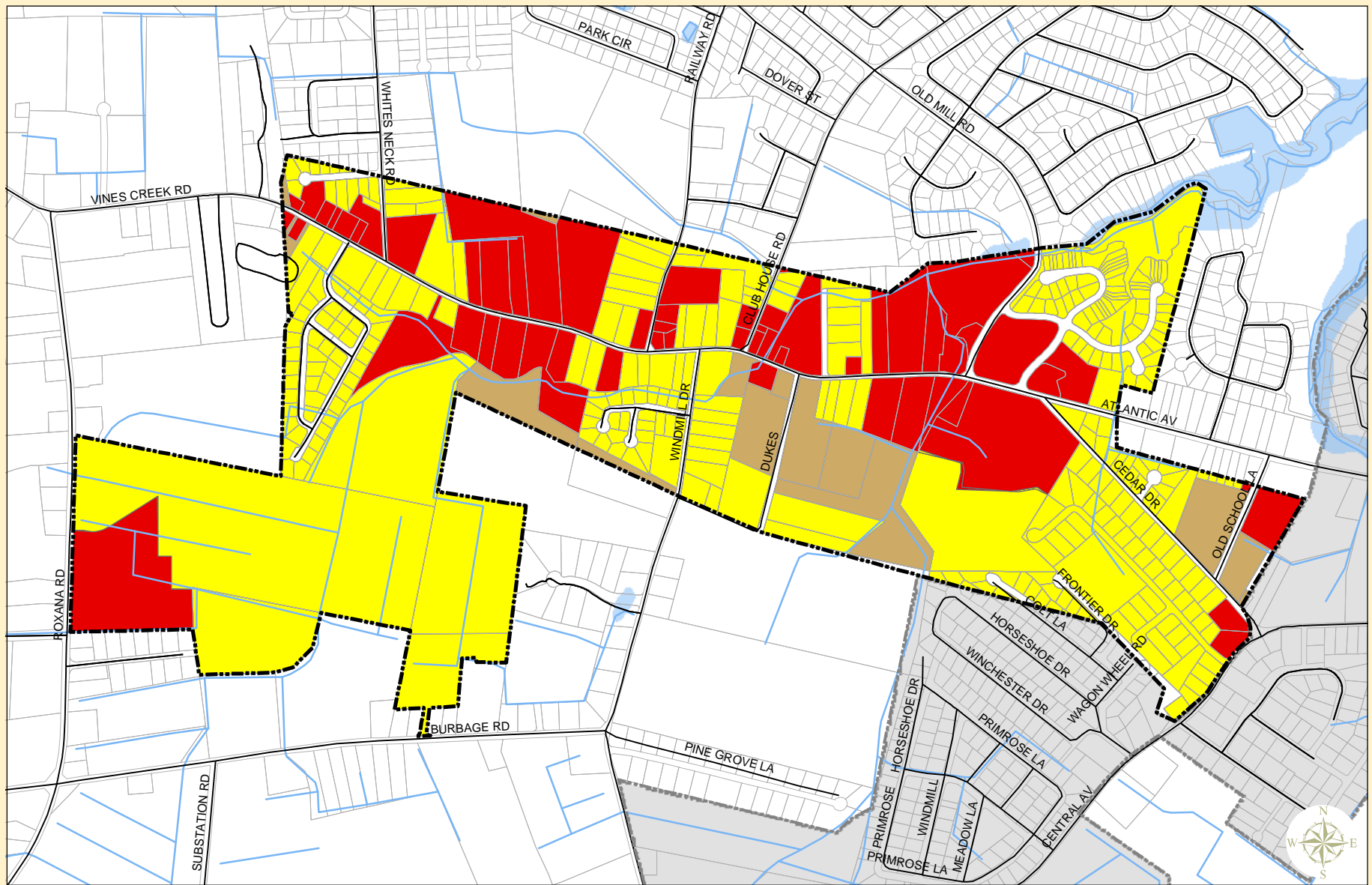
Map 4. Existing Land Use



Sources:
 Land Use - Developed from a Land Use Survey compiled by the Institute for Public Administration, University of Delaware, August 2002.
 DRAFT Parcel - Parcels for Sussex County are being developed by Thompson Mapping and have not gone through a final review process, 2002.
 Base map - Delaware Department of Transportation centerline file (1997) created from Digital Orthophoto Quarter Quads (1997).
 Hydrology - USGS 7.5 Minute Series Topographic Maps. Created in cooperative agreement between the State of Delaware and the USGS (1991-1993).

Note:
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Future Land Use

- Residential
- Commercial
- Agricultural / Residential

Town of Millville

Other Municipalities

Parcel Boundaries

Roads

Railroads

Hydrology

Rivers, Lakes, and Ponds

Town of Millville, Delaware

Map 5. Future Land Use

0 400 800 1,600 2,400 3,200 Feet

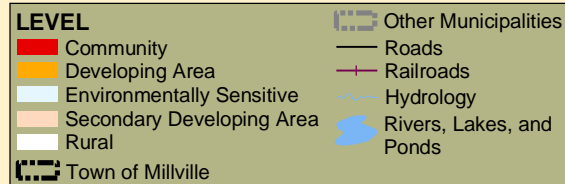
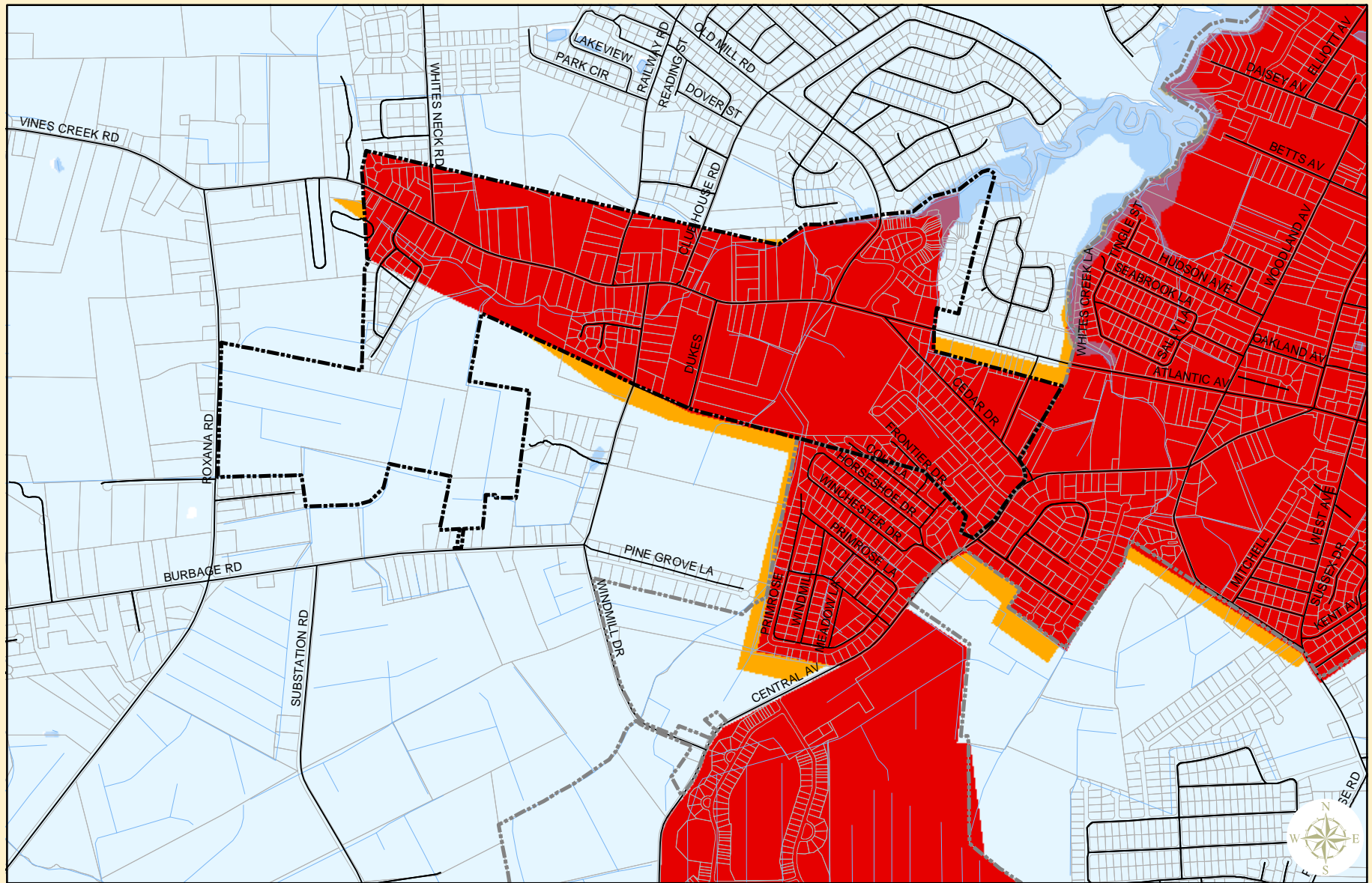
Sources:

Land Use - Developed from a Land Use Survey compiled by the Institute for Public Administration, University of Delaware, August 2002.
 DRAFT Parcel - Parcels for Sussex County are being developed by Thompson Mapping and have not gone through a final review process, 2002.
 Base map - Delaware Department of Transportation centerline file (1997) created from Digital Orthophoto Quarter Quads (1997).
 Hydrology - USGS 7.5 Minute Series Topographic Maps. Created in cooperative agreement between the State of Delaware and the USGS (1991-1993).

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Town of Millville, Delaware

Map 6. State Investment Strategies

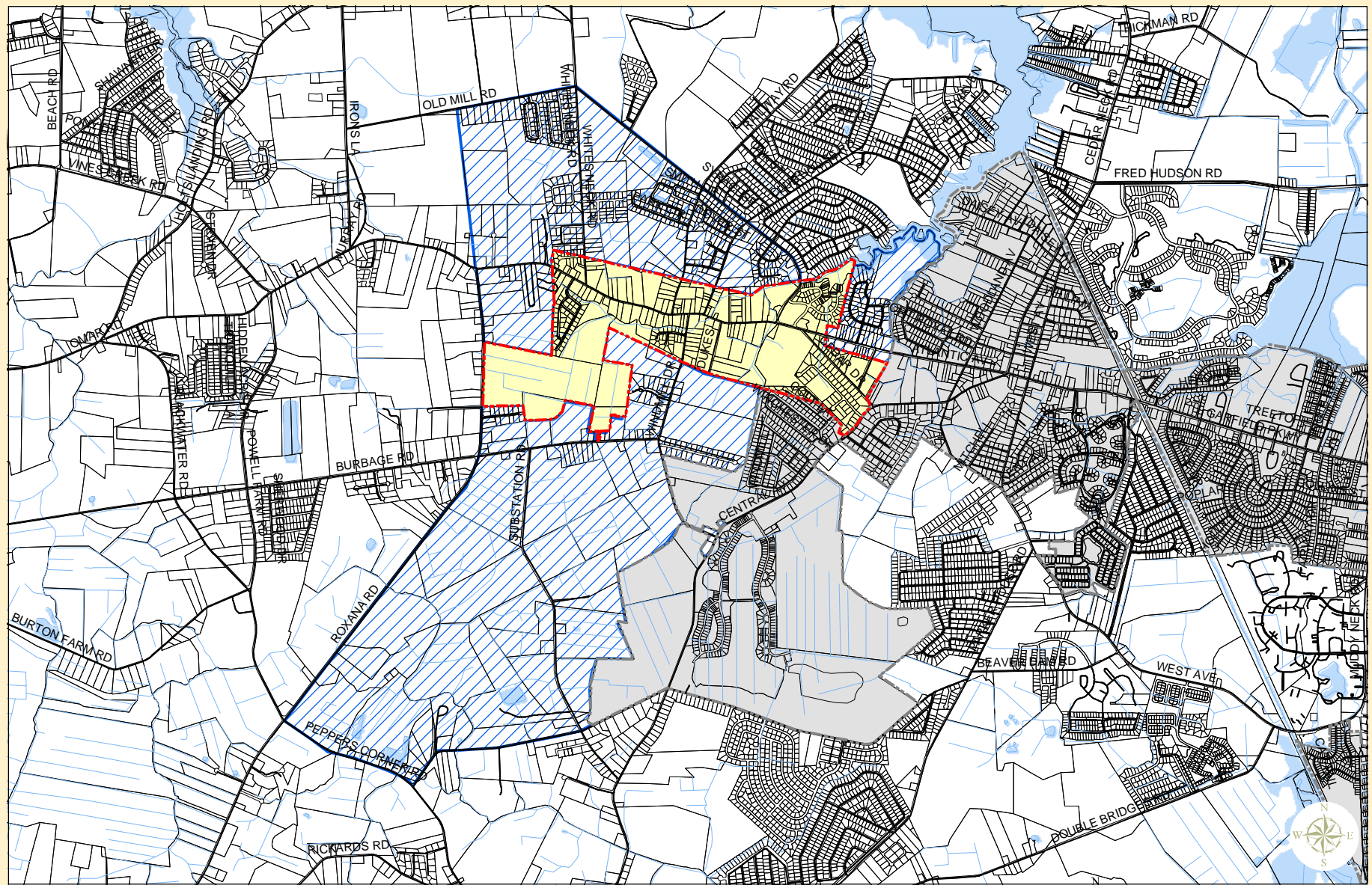


Sources:
 State Investment Strategies - Office of State Planning and Coordination, 2002
 DRAFT Parcel - Parcels for Sussex County are being developed by Thompson Mapping and have not gone through a final review process, 2002
 Base map - Delaware Department of Transportation centerline file (1997) created from Digital Orthophoto Quarter Quads (1997)
 Hydrology - USGS 7.5 Minute Series Topographic Maps. Created in cooperative agreement between the State of Delaware and the USGS (1991-1993).
 Municipal Boundaries - Office of State Planning and Coordination, 2003.

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- Town of Millville
- Other Municipalities
- Area of Concern
- Roads
- Parcel Boundaries
- Railroads
- Hydrology
- Rivers, Lakes, and Ponds

Town of Millville, Delaware

Map 7. Area of Concern

0 1,350 2,700 5,400 8,100 10,800 Feet

Sources:

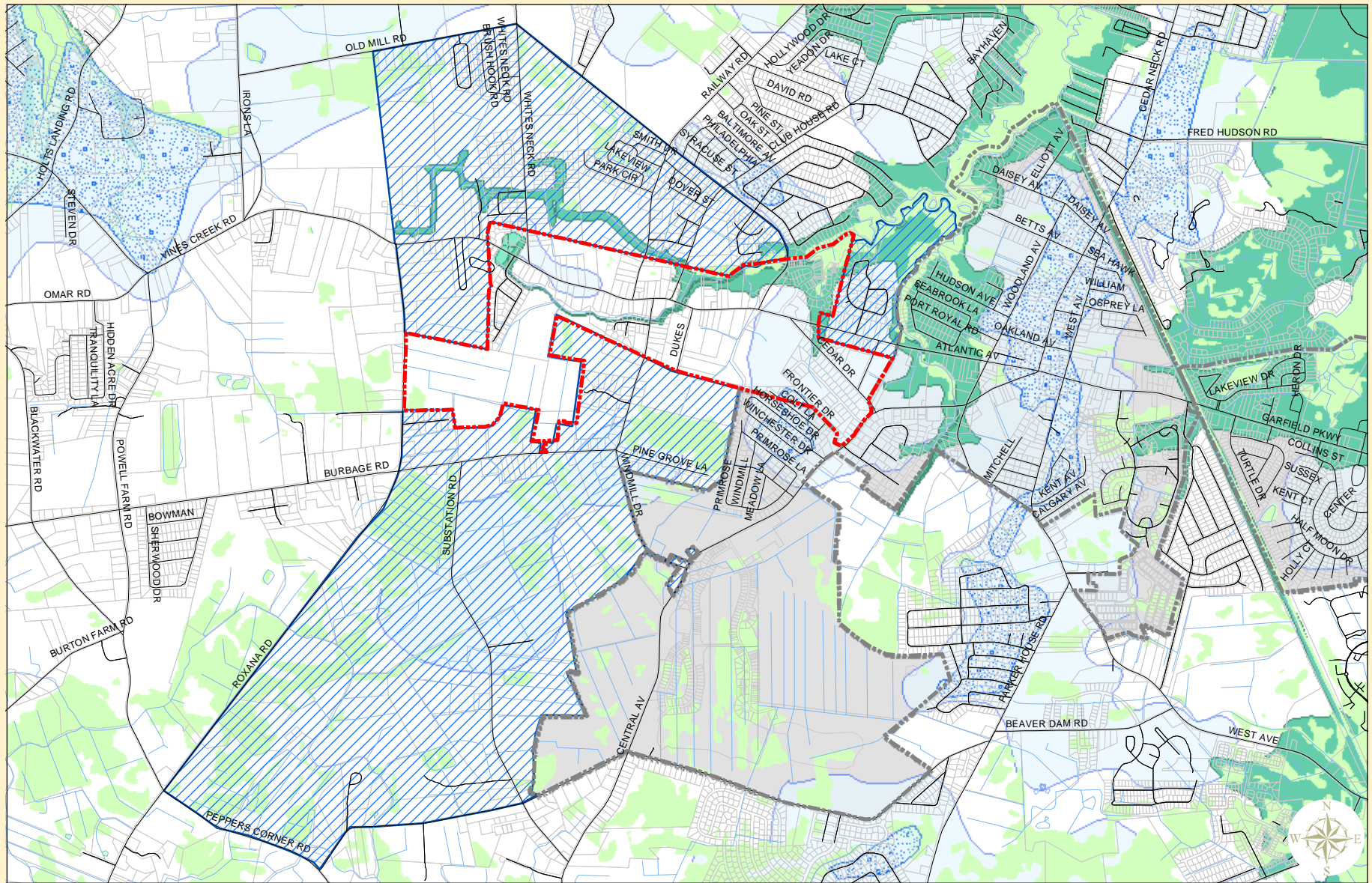
DRAFT Parcel - Parcels for Sussex County are being developed by Thompson Mapping and have not gone through a final review process, 2002.
 Base map - Delaware Department of Transportation centerline file (1997) created from Digital Orthophoto Quarter Quads (1997).
 Hydrology - USGS 7.5 Minute Series Topographic Maps. Created in cooperative agreement between the State of Delaware and the USGS (1991-1993).

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- Town of Millville
- Statewide Wetlands
- Flood Plain Zone
- 100 Year
- 100 Year w/elevation
- Recharge Areas
- Excellent
- Good
- Area of Concern
- Other Municipalities
- Roads
- Parcel Boundaries
- Railroads
- Hydrology

Town of Millville, Delaware

Map 8. Environmental Features

0 900 1,800 3,600 5,400 7,200 Feet

Sources:
 DRAFT Parcel - Parcels for Sussex County are being developed by Thompson Mapping and have not gone through a final review process, 2002.
 Base map - Delaware Department of Transportation centerline file, 2001. Created from Digital Orthophoto Quarter Quads (1997).
 Hydrology - USGS 7.5 Minute Series Topographic Maps. Created in cooperative agreement between the State of Delaware and the USGS (1991-1993).
 Municipal Boundaries - Office of State Planning & Coordination, 2003.
 Flood Plains - Federal Emergency Management Agency (FEMA), Sept. 1996.
 Groundwater Recharge Areas - Delaware Geological Survey, February 2002.
 Statewide Wetlands Mapping Project - Delaware Department of Natural Resources & Environmental Control (DNREC), 2000.
 Areas of Concern - Millville Planning Commission, 2003.

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